

The Belmont Village Specific Plan envisions an attractive, mixed-use, and vibrant Downtown centered around the Belmont Caltrain station. A coherent and sustainable palette of land use designations and associated development intensities is fundamental to achieving this vision. This chapter introduces a land use framework that will help enhance Belmont Village's livability, promote new investment and growth, ensure sufficient services and amenities, and protect the area's many resources. This chapter also identifies the many opportunity areas on which new development will lead this exciting transformation.

## 2.1 EXISTING LAND USES

This section provides a context for the Belmont Village Specific Plan with a summary of the existing land uses within the Planning Area. A more detailed evaluation of existing conditions in the Village is contained in a series of Existing Conditions Reports, published in autumn 2015.

#### EXISTING LAND USE PATTERN

The Planning Area is comprised of a diverse mix of land uses. The majority of the retail, mixed-use, and office uses are located along the Village's main roadway corridors, including Ralston Avenue and El Camino Real. The blocks immediately to the west of El Camino Real, centered around Ralston Avenue, are considered the commercial core of the Village, as they contain the major retail entity in the area—Safeway—as well as a cluster of smaller mixed-use and retail commercial uses. There are a number of large and small surface parking lots to serve the commercial uses in this area. On the eastern side of the Caltrain tracks, commercial uses on Ralston Avenue are primarily auto-oriented, such as gas stations or fast food restaurants, as well as a mix of small office and personal/professional services.

A variety of public and community facilities are located throughout the Planning Area. Belmont's Civic Center is located to the west of the Village Core with a concentration of important facilities for the Belmont



The majority of retail and office uses are located along the Village's main roadway corridors.







The Planning Area includes many of Belmont's public facilities.

community, including City Hall, the Police Department, the Twin Pines Senior and Community Center, and Twin Pines Park. Near the center of the Planning Area, between El Camino Real and Old County Road, the Caltrain Station is located on an elevated berm and provides access to the regional commuter rail line service. Caltrain's surface parking lots are located between El Camino Real and the railway right-of-way throughout the length of the Planning Area. In the eastern portion of the Village are a U.S. Post Office and Belmont Fire Station #14.

Light and general industrial uses are primarily concentrated along Old County Road in the eastern portion of the Village, especially near the unincorporated Harbor Industrial Area, which borders the Planning Area to the southeast. Many of the Village's industrial uses are auto services and warehouses.



Many of the existing light industrial and service commercial uses are located in the eastern region of the Planning Area.

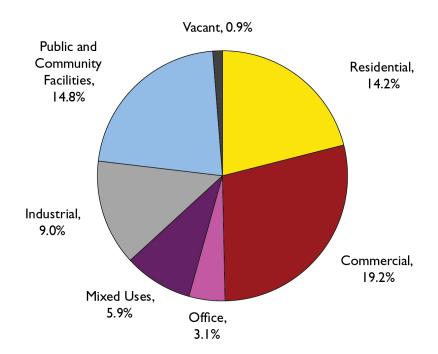


Historic single family homes border the Village Core.

There is a broad mix of residential uses in the Planning Area. Historic single family and multi-family residences border the Village Core in the block to the south of Waltermire Street. North of Ralston Avenue and west of El Camino Real, a small cluster of medium-density apartment buildings provides a transition between the commercial uses and a single family neighborhood that is adjacent to the Planning Area. Similarly, in the eastern portion of the Village, a concentration of multi-family developments provides a buffer between the commercial and industrial uses and the single family neighborhoods outside of the Planning Area.

About two-thirds of the Planning Area consists of developable land, while about one-third is dedicated to road and rail rights-of-way. Figure 2-1 shows the existing land uses of Belmont Village in a pie chart, excluding rights-of-way, and Figure 2-2 provides a map of the existing land uses in Belmont Village. Table 2-1 shows the breakdown of existing land uses in Belmont Village.

#### FIGURE 2-1: EXISTING LAND USE DISTRIBUTION



#### FIGURE 2-2: EXISTING LAND USES (2016)

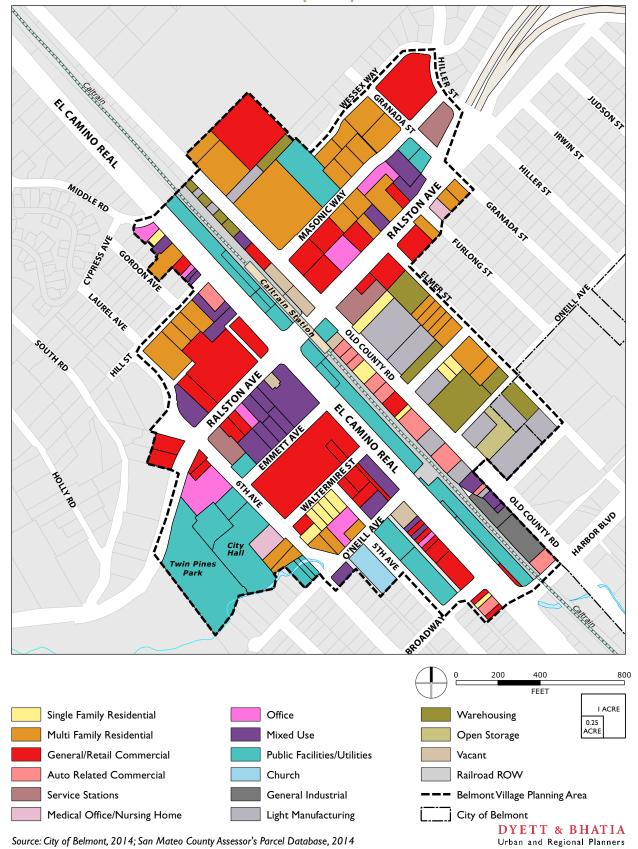


Table 2-1: Summary of Existing Land Uses		
Existing Land Use Categories	Acres	Percentage
Residential	11.4	14.2%
Single Family Residential	1.4	1.7%
Multi-family Residential	10.0	12.4%
Commercial	15.5	19.2%
General/Retail Commercial	12.7	15.8%
Auto Related Commercial	1.5	1.9%
Service Station	1.3	1.6%
Office	2.5	3.1%
Office	2.0	2.5%
Medical Offices/Nursing Homes	0.4	0.6%
Mixed Uses	4.8	5.9%
Industrial	7.3	9.0%
General Industrial	0.8	1.0%
Light Manufacturing	3.5	4.4%
Warehousing	2.5	3.1%
Open Storage	0.5	0.6%
Public and Community Facilities	12.0	14.8%
Public Facilities/Utilities	11.4	14.2%
Church	0.5	0.7%
Vacant	0.7	0.9%
Rights-of-Way	26.6	32.9%
Railroad Right-of-way	3.0	3.8%
Roadway Right-of-way	23.5	29.2%
Total	80.7	100.0%

#### Notes:

1. Totals may not sum due to rounding.

# 2.2 PIPELINE DEVELOPMENT PROJECTS AND POTENTIAL OPPORTUNITY SITES FOR DEVELOPMENT

#### PIPELINE DEVELOPMENT PROJECTS

There is one project in the Planning Area that is progressing through the City's development process as of late 2017. Firehouse Square is located at 1300 El Camino Real in the southwest quadrant of the Planning Area, on the block bound by El Camino Real, Fifth Avenue, O'Neill Avenue, and Broadway. The project is envisioned to consist of 81 townhome and condominium units ranging between one and three bedrooms and approximately 4,000 square feet of ground floor commercial space, totaling an area of 1.25 acres. Firehouse Square is located on several contiguous City-owned parcels, which were transferred to the City's ownership following the dissolution of the Belmont Redevelopment Agency. One of the parcels contains the 1936 Firehouse Building, which has been abandoned for many years; the Firehouse Square project proposes to reuse the most recognizable portion of the Spanish façade of the old building. Once complete, Firehouse Square will serve as a gateway to the Village along Fifth Avenue and a catalyst for development in the Village.

#### POTENTIAL OPPORTUNITY SITES

Within Belmont Village, nearly 27 acres, or almost half (47 percent) of the developable land in the Planning Area, are considered to be potential opportunity sites. These are vacant or underutilized parcels that have the potential to accommodate new development or redevelopment over the next 20 years. Potential opportunity sites were identified by mapping the County Assessor's data, field study, information from City staff, and review of aerial photography. The County Assessor's data was used to identify parcels with a low assessed value ratio, or AV ratio, which is the ratio of the assessed value of permanent improvements (structures) on a parcel to the assessed value of the land. When the value of the land is worth more than the value of the structure—an AV ratio of less than one—the parcel is considered "underutilized." "Vacant" sites include parcels that do not have an existing structure on them. "Other opportunity sites" include open storage parcels and sites identified by property owners and City staff as having potential for redevelopment in the coming years.

Table 2-2: Potential Opportunity Sites in the Planning Area		
Type of Potential Opportunity Site	Total Acres <sup>1</sup>	
Vacant Sites	1.02	
Vacant Site	0.71	
Vacant Building	0.31	
Underutilized Sites	25.85	
Open Sites	0.46	
Assessed Value Ratio Less than 1.0 <sup>2</sup>	22.86	
Other Sites <sup>3</sup>	2.53	
Total	26.87	

#### Notes:

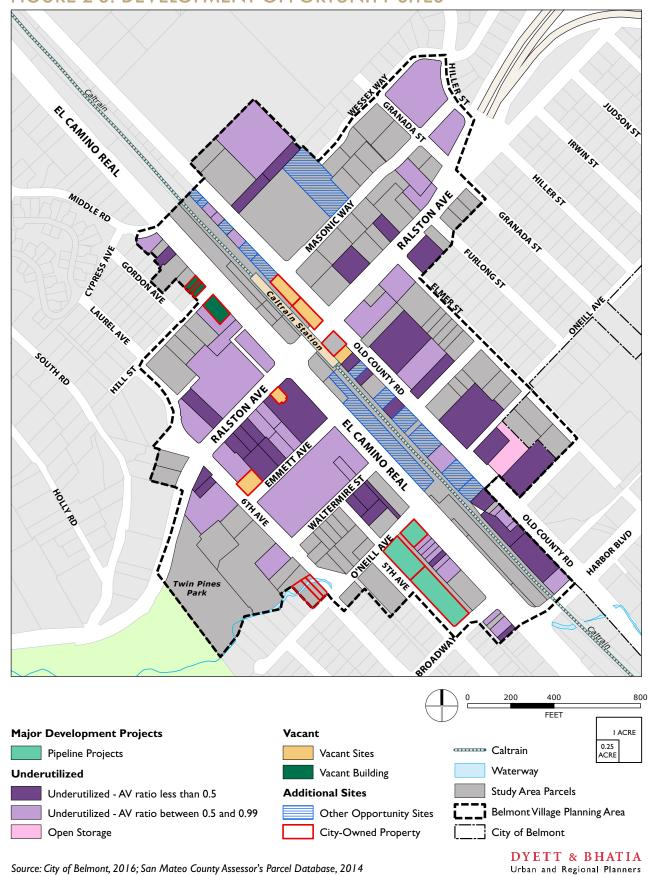
- 1. Acreage excludes rights-of-way
- 2. Assessed value ratio is the ratio of existing permanent improvements (i.e. buildings) to the value of the land.
- 3. Other sites include parcels identified by property owners and City staff as having potential for redevelopment in the coming years.

Analysis of potential opportunity sites serves as a tool to identify and quantify areas in the Planning Area where, if any, future development is most likely to occur. However, sites identified as potential opportunity sites are just that—potential opportunities. Some, or all, of these sites may not experience redevelopment; it is also possible that sites not identified in this analysis will undergo redevelopment. Actual development decisions will be made by individual property owners.

Figure 2-3 illustrates the location of parcels that are potential opportunity sites in the Planning Area, and Table 2-2 summarizes the types and acreage of opportunity sites in the Planning Area. Opportunity sites are located across the Planning Area, but many are contiguous and concentrated in particular areas, such as the Village Core shown in Figure 2-4, creating focus areas for development. However, while there are many potential opportunity sites in the Village, most of these parcels contain existing structures, which can be more challenging to redevelop than vacant sites. By and large, identified development opportunity sites currently host non-residential uses. In addition, many of the potential opportunity sites are small in size or irregularly shaped, posing additional challenges for future development.

The Belmont Redevelopment Agency owned a number of vacant or underutilized parcels in the Village Area, and following its dissolution in 2011, these parcels transferred to the City's ownership. These parcels are shown with a red border on Figure 2-3. While redevelopment on many opportunity sites in the Planning Area will depend on private property owners, the City-owned parcels in the Village present a special opportunity for the City to make strategic, near-term improvements and direct investments that could be critical in transforming the Village.

FIGURE 2-3: DEVELOPMENT OPPORTUNITY SITES



## 2.3 LAND USE FRAMEWORK

The Belmont Village Specific Plan envisions the transformation of the Planning Area into a vibrant, mixed use activity center with an attractive, well-defined identity. It is intended to provide the entire Belmont community with opportunities to eat, shop, live, work, and play. To support this vision of the Planning Area, this Specific Plan introduces new mixed-use districts that support a variety of land uses, including residential, employment, service, and entertainment uses. These new districts are shown in Figure 2-4, and the land use framework is described in more detail below.



The Specific Plan's vision includes expansion of the Village Core Mixed Use designation.

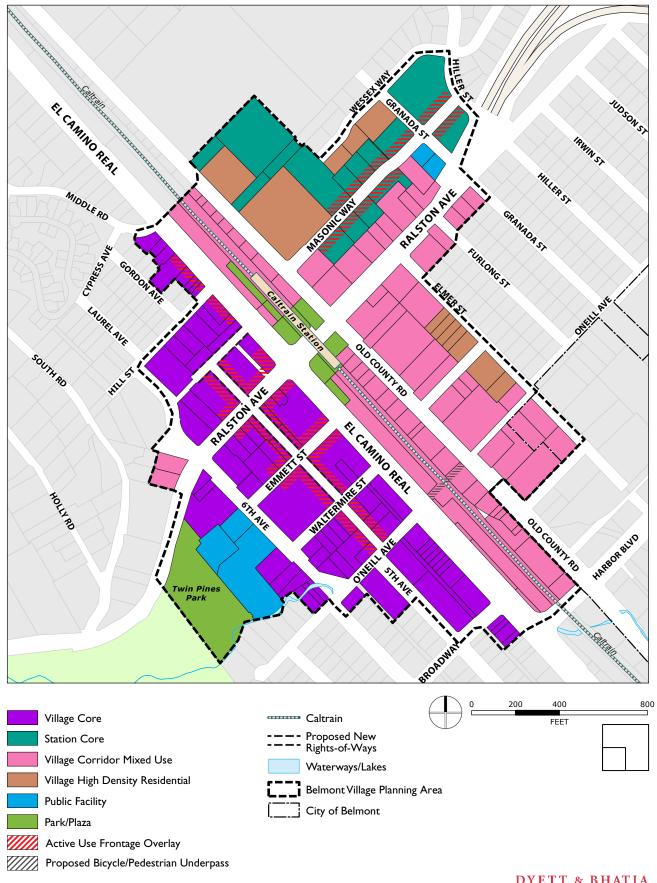


The Caltrain Station is located in the Station Core district.

The retail heart of the Planning Area, called the Village Core, is designated as Village Core Mixed Use and includes the entire area between El Camino Real and Sixth Avenue. The Specific Plan envisions that development on the west side of the Village would likely be focused on these blocks, where there are a number of contiguous acres of potential opportunity sites and close proximity to transit service. New development would anchor an active downtown core that is larger than the current commercial core today; the Village Core Mixed Use extends from the northern intersection of Hill Street and El Camino Real, directly across from the Caltrain Station, to the new development on the Firehouse Square at the southern intersection of Broadway and El Camino Real. The Village Core Mixed Use designation is the most intense and active of the land use designations in the Planning Area.

A second core district in the Planning Area is located on the east side of the Caltrain tracks along Masonic Way. Smaller in area, this **Station Core** district begins less than 300 feet from the Caltrain station along Masonic and extends to the edge of the Planning Area on Hiller Street, near the Highway 101 on- and off-ramps. The Station Core district is envisioned as an active, mixed-use district, but with lower permitted development intensity than the Village Core. This core area encompasses opportunity sites that, due to their location and access, may lend themselves to an active district of a different character than the Village Core, catering primarily to nearby homes and workers, while also including unique placemaking elements such as community gathering spaces.

FIGURE 2-4: PROPOSED LAND USE DIAGRAM



Source: City of Belmont, 2014; San Mateo County Assessor's Parcel Database, 2014

DYETT & BHATIA
Urban and Regional Planners



Parcels along Ralston Avenue are designated as Village Corridor Mixed Use and support flexible uses to fit community needs.

Outside of the Village and Station Core designations, the majority of the parcels along El Camino Real, Ralston Avenue, and Old County Road are designated as Village Corridor Mixed Use. This flexible designation supports a variety of employment uses, visitor- and community-serving uses, and residential uses. Many of the potential opportunity sites, including the Caltrain parking lots and the underutilized or vacant lots along Old County Road, have this flexible land use designation and could be redeveloped with office, service, or residential uses.



 $\label{thm:linear} \textit{High-density residential uses can be seen in the eastern region of the Planning Area.}$ 

Some parcels in the eastern portion of the Planning Area have the **Village High Density Residential** designation, where it is envisioned that higher-density residential development would continue to provide a transition between more intense mixed-use development and adjacent single family residential neighborhoods. This designation also ensures that high-quality housing, in a mix of types and sizes, will be provided close to amenities, workplaces, and transit.



Public facilities, like City Hall, provide important public services to the Belmont Community.

The **Public Facility** designation is applied to several City-owned parcels that will continue to provide important public services for the Belmont community, such as City Hall and the Fire Station. The Park/Plaza designation applies to Twin Pines Park and the right-of-way and landscaped parcels near the Caltrain Station; however, it is anticipated that additional parks and public spaces will be integrated into new development projects in the Planning Area, particularly in the Village Core and Station Core areas.

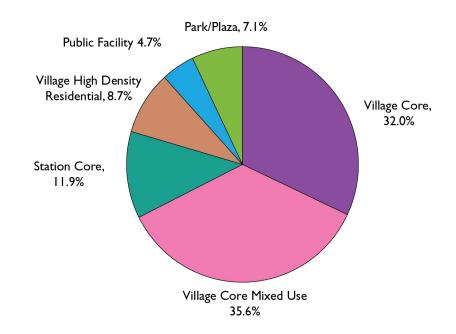
The land use diagram also shows two potential new rights-of-way in the Village, which together create a walkable block structure in the Village Core. A new east-west right-of-way in the northwest portion of the Village includes the realignment of a portion of Flashner Lane, which would provide connectivity through the entire block, from El Camino Real to Sixth Avenue. The second potential new right-of-way is an extension of Fifth Avenue to facilitate north-south connectivity and serve the retail heart of the Village. As proposed, Fifth Avenue would continue beyond its current formal end at Waltermire Street to the north, across Ralston Avenue, and end at an intersection with the realigned Flashner Lane. Creation of walkable blocks and pedestrian connectivity is the highest priority; designs for vehicular access at the intersection of Fifth and Ralston Avenues may vary. The Mobility Chapter provides greater detail on these and other mobility improvements in the Village.

Table 2-3 and Figure 2-5 show the proposed land use distribution in the Village. Chapters 3 and 4 provide more detail on the vision for the buildout of the various land use districts.

Table 2-3: Land Use Distribution	
Land Use Designation	Total Acres
Village Core	18.3
Village Corridor Mixed Use	20.3
Station Core	6.8
Village High Density Residential	5.0
Public Facility	2.7
Park/Plaza	4.0
Total Developable Land	57.2
Total Rights-of-Way	23.5
Total	80.7

Notes:

FIGURE 2-5: DISTRIBUTION OF LAND USE DESIGNATIONS



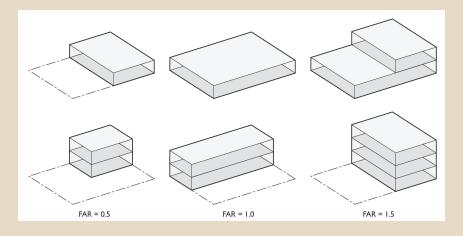
<sup>1.</sup> Totals may not sum due to rounding.

## 2.4 LAND USE DESIGNATIONS

The Land Use Diagram includes Mixed Use, Residential, and Public classifications. These classifications are described in detail below, and intensity and density standards for each are summarized in Table 2-4. Intensity is described by Floor Area Ratio (FAR), or the permitted ratio of gross floor area to net site area. Gross floor area excludes portions of the building devoted to parking from the FAR calculation, and net site area excludes any access corridors or access easements. Density is defined as the number of housing units per acre. Following each description are images that reflect the intended scale and character of the proposed classification.

#### A NOTE ON FLOOR AREA RATIO

Floor Area Ratio, or FAR, expresses the ratio of building square footage to land square footage, and it is a tool used to determine the intensity of development. For example, an FAR of 2.0 means that for every square foot of land, a developer may build two square feet of building. However, an FAR of 2.0 does not require that a developer build a two-story building covering the entire lot; rather, there are many different ways that a building can be constructed while meeting the FAR requirement, as shown below. In each of the three examples shown in the figure, the building square footages and FAR are equal, but the building footprints and heights change. In addition to complying with FAR requirements, development in Belmont Village must also be constructed in accordance with required development standards, such as setback and lot coverage standards, which are described in Chapter 4 and not illustrated in this figure.







The Village Core allows for high-intensity, mixed-use development.

#### MIXED USE

#### Village Core

The Village Core designation is intended to foster an active and vibrant Downtown where the community can gather to socialize, shop, work, play, and live. As the primary designation for the western half of the Village, the Village Core allows for high-intensity, mixed-use development. Retail uses, offices, personal services, and entertainment uses are supported to cater to the local community and visitors. Vertical mixed use is strongly encouraged, with high-density residential uses allowed (but not required) above the ground floor only. All development should be designed to be pedestrian-oriented and integrated with the surroundings, consistent with the urban design framework in Chapter 4. In addition, publicly accessible community gathering spaces are required, as described in Chapter 4. The minimum FAR is 0.5 and maximum FAR is 2.0 (for residential and non-residential uses combined). With the provision of substantial community benefits, developments may achieve a maximum FAR of 2.5.

Table 2-4: Density and Intensity of Land Use Framework			
Land Use Designation	Density Range (dwelling units/acre)	Minimum and Maximum Intensity (FAR)	
Village Core <sup>1</sup>	n/a	0.5 - 2.0	
Village Corridor Mixed Use <sup>2</sup>	n/a	0.5 - 2.0	
Station Core <sup>3</sup>	n/a	0.2 - 1.5	
Village High Density Residential⁴	21 – 45	n/a	
Public Facility	n/a	n/a	
Park/Plaza	n/a	n/a	

#### Notes

- 1. With the provision of substantial community benefits, development may achieve up to 2.5 FAR.
- 2. While Village Corridor Mixed Use allows for residential development, it only regulates the intensity of development with FAR; no residential density is assigned to allow greater flexibility in housing type. This applies to VCMU, VC, and VSC.
- 3. With the provision of substantial community benefits, development may achieve up to 2.0 FAR.
- 4. With the provision of substantial community benefits, development may achieve up to 60du/ac.

#### Village Corridor Mixed Use

The Village Corridor Mixed Use designation is intended for a mix of community and visitor-serving uses. The designation is primarily located in the eastern half of the Village along key corridors, including Ralston Avenue and Old County Road. Uses include offices, services, and lodging uses, and retail is permitted but not encouraged. High-density residential is permitted and encouraged to be developed in a horizontal or vertical mixed use setting, but it may be developed as a single use subject to the maximum FAR. Publicly accessible community gathering spaces are required, as described in Chapter 4. The minimum FAR is 0.5 and maximum FAR is 2.0 (for residential and non-residential uses combined), and no separate residential maximum density is specified to allow greater flexibility and enable maximum use of FAR by smaller housing units. With the provision of substantial community benefits, developments may achieve a maximum FAR of 2.5.









The Village Corridor Mixed Use designation is intended for a mix of community and visitor-serving uses.





The Station Core district aims to create an eclectic, mixed use neighborhood center.

#### Station Core

The Station Core designation is limited to the northeastern quadrant and is intended to create an activity center to serve the neighborhoods in and surrounding the eastern portion of the Village. Uses may include small- and medium-scale retail, dining, and entertainment uses. Publicly accessible community gathering spaces are required, as detailed in Chapter 4, and specialty shops, community-oriented spaces and amenities, and entertainment destinations are encouraged. Station Core supports residential uses in a horizontal or vertical mixed-use setting. The minimum FAR is 0.2 and the maximum FAR is 1.5 (for residential and non-residential uses combined). With the provision of substantial community benefits, developments may achieve a maximum FAR of 2.0.

#### **Active Use Frontage Overlay**

Several streets within the Village Core and Station Core districts are shown with Active Use Frontage Overlay on the Land Use Diagram. This designation requires that the ground level has uses that are accessible to the general public, are engaging to pedestrians walking by, and generate walk-in pedestrian clientele and thus contribute to a high level of pedestrian activity. Listed in Table 2-5, active uses may include, but are not limited to: retail stores, restaurants, cafes, markets, bars, theaters and performing arts venues, parks, plazas, commercial recreation and entertainment, personal and convenience services, tourism-oriented services, banks, childcare services, libraries, museums, galleries, and entrance lobbies to upper-floor residential uses. While office and other less active non-residential uses may be permitted at ground level on an interim basis at the discretion of the Planning Commission, all spaces must be designed to accommodate active uses, as outlined in Chapter 4, Urban Design. See Table 31-1, Village District Use Regulations, in Appendix A for further specification.







The Active Use Frontage Overlay ensures that the street environment is welcoming and engaging to pedestrians.

#### **RESIDENTIAL**

#### Village High Density Residential

The Village High Density Residential designation is intended for multifamily buildings and townhomes between 21 and 45 dwelling units per acre. It is applied to parcels in the Village's eastern quadrants. The higher densities of this designation may provide market rate and affordable rental and ownership housing opportunities. Typical configurations include townhomes, garden apartments, and stacked flats (apartments or condominiums). Common open space and shared amenities for residents are required within Village High Density Residential developments, as described in Chapter 4. With the provision of substantial community benefits, developments may achieve a maximum density of 60 dwelling units per acre.









Table 2-5: Permitted Ground-Floor Uses in Active Use Frontage Overlay		
Uses		
Banks <sup>1</sup>	Offices serving primarily walk-in clientele <sup>1</sup>	
Bars or brewpubs <sup>2</sup>	Parks	
Cafes	Personal and convenience services <sup>2</sup>	
Childcare services <sup>2</sup>	Plazas	
Galleries <sup>3</sup>	Restaurants	
Libraries <sup>3</sup>	Retail Stores, Small-Scale	
Markets	Theaters and performing arts venues <sup>2</sup>	
Museums <sup>3</sup> Tourism-oriented services		

#### Note:

- Offices and other non-active uses may be permitted at ground level on an interim basis at the discretion of the Planning Commission.
- 2. Conditional permit required
- 3. Conditional permit required in Village Core only





#### **PUBLIC**

#### Park/Plaza

The Park/Plaza designation is intended to serve the outdoor recreational needs of the community on publicly owned land. This designation provides for public open space areas, including parks and recreation facilities, that are programmed or improved with open space facilities and amenities. Areas with the Park/Plaza designation may include amenities such as play structures, seating, fountains, public art, and special landscape features. Park/Plaza may also include walkways and trails that are part of larger circulation networks. Additional parks, open spaces, and public spaces are required to be provided in development projects as described in Chapter 4, Urban Design, and park acreages and potential locations are discussed in Chapter 5, Infrastructure and Public Services.

#### **Public Facility**

The Public Facility designation provides for public utilities and facilities. It includes government offices, City Hall, community centers, police stations, and fire stations.

#### **GOALS AND POLICIES**

- GOAL 2.1 Create a vibrant downtown that serves as the city's shopping, employment, activity, and community center, with a compact, walkable, pedestrian-scaled development that is connected to transit.
- Policy 2.1-1 Mix of Uses. Allow for a flexible mix of uses, with a variety of uses at the ground floor as well as on upper stories, except where Active Ground Floor Uses are required, in which case only active uses are permitted at the ground floor as described in Section 2.4 and Table 3-1 of the Village Zoning regulations. Allow commercial and residential uses on upper stories. See also Policy 2.1-4.
- Policy 2.1-2 Village Core as Activity Hub. Develop the Village Core as the activity center of Belmont with a mix of residential, retail, dining, and entertainment uses that cater to the Belmont community, including families, students, and seniors.
- Policy 2.1-3 Hill Street as Gateway to Caltrain Station.

  Develop the area around Hill Street with a mix of residential, retail, employment, and entertainment uses to serve as a gateway and connection to the Caltrain station.
- Active Ground Floor Use Requirement. Require Active Ground Floor Use along key streets, open spaces, and linear connections, as shown in Figure 2-4 where Active Use Overlay is depicted. See Section 2.4 for definition of Active Ground Floor Use.
- Policy 2.1-5 Retail Anchors at Intersections and Gateways.

  Encourage pedestrian-friendly retail anchors and hightraffic establishments to locate throughout the Village
  Core at intersections and gateways in an effort to
  enhance the image recognition of the shopping district
  and maximize foot traffic.
- Promote Non-Residential Development. Promote significant new non-residential development, including retail, office, and other uses in order to establish a diversified and expanded employment base and to increase the daytime population in the Village, which will in turn help support businesses in the Village. In particular, encourage the provision of office uses in the Village Corridor Mixed Use district.

- Policy 2.1-7 Neighborhood Services. Ensure that the mix of commercial uses provides adequate neighborhood and community services for residential development in the Village to reduce the need for driving for everyday needs. In particular, encourage the provision of neighborhood and community services in the Station Core district.
- Policy 2.1-8 Day and Nighttime Uses and Attractions.

  Promote the addition of uses, activities, and attractions that will draw both day and nighttime visitors to the Village, such as more restaurants (full-service as well as cafes), entertainment venues, and art and cultural destinations.
- Policy 2.1-9 Prohibit Auto-Oriented Uses. Allow existing auto-oriented establishments to remain but not expand in the Planning Area. Prohibit new auto-oriented establishments, such as service or repair uses or drivethru establishments, in the Planning Area.
- Policy 2.1-10 Exclusions from Intensity Calculations. Exclude all areas of a building devoted to parking from gross floor area total and exclude all land dedicated to public rights-of-way from site area total in FAR calculations.
- Policy 2.1-11 Community Benefits. Require provision of significant community benefits in development projects on City-owned parcels, and encourage provision of these benefits on private property development, therefore allowing maximum density and intensity up to the maximum FAR shown in Table 2-4.
- Policy 2.1-12 Flashner Lane Extension. To promote connectivity through the Village Core, extend Flashner Lane from Sixth Avenue to El Camino Real when properties redevelop, as shown on the Land Use Diagram. See also policies in the Mobility chapter.
- Policy 2.1-13 Fifth Avenue Extension. To promote connectivity through the Village Core, extend Fifth Avenue through the blocks bounded by El Camino Real, Sixth Avenue, Waltermire Street, Emmett Street, Ralston Avenue, and the proposed Flashner Lane extension when properties redevelop, as shown on the Land Use Diagram.

  Creation of walkable blocks and pedestrian connectivity is the highest priority; designs for vehicular access at the intersection of Fifth and Ralston Avenues may vary. See also policies in the Mobility chapter.

#### Policy 2.1-14 Multi-story Format Required for Large

**Buildings.** Require commercial uses that exceed 10,000 square feet to have a multi-storied format, rather than be spread out horizontally, and integrate other uses as feasible.

Policy 2.1-15 Wrapped Parking Structures. Wrap above-ground parking structures with alternative uses to create attractive, pedestrian-friendly environments. See also policies in the Urban Design chapter.

#### Policy 2.1-16 Community Gathering Spaces and

Placemaking Strategies. Ensure that ample community gathering spaces, open spaces, and recreational facilities are part of any mixed-use development or master planned area, consistent with the requirements in chapters 4 and 5. Encourage the creation of visually appealing, comfortable, and memorable places with a variety of amenities and facilities to meet different needs, such as plazas, paseos, playgrounds, green spaces, and small pocket parks.

#### Policy 2.1-17 Community Activities and Events in the

Village. Support community activities, programs, and events that attract people to the Village and activate the Village Core, especially along Fifth Avenue and in Twin Pines Park. Explore public/private partnerships that could support additional programming in the Village. Encourage evening and weekend activities that cater to Belmont's diverse community, including families, students, and seniors.

# Policy 2.1-18 Marketing the Village. Promote development in the Village by creating a marketing campaign and materials that showcase the Village's assets, development opportunities, and Belmont's development process. Attract residents and visitors to the Village by establishing a marketing campaign to highlight events, programming, and destinations in the Village and to promote use of transit to access the Village.

## Policy 2.1-19 Placemaking in the Public Realm. Create meaningful places through pedestrian-oriented street design, where appropriate, and community gathering spaces, sidewalk furniture, and landscaping in the public right-of way. See Chapter 4 Urban Design for more background and related goals and policies.

## 2.5 DEVELOPMENT POTENTIAL AND PLAN BUILDOUT

This Specific Plan presents a realistic plan for development. It is rooted in the vision expressed by community members and feasible opportunities determined through rigorous land use and market analysis. The term "buildout" refers to the hypothetical situation where all development anticipated by the Specific Plan has occurred. The Specific Plan assumes a 20-year planning horizon and anticipates that buildout will occur by 2035. However, the actual timeline and buildout scenario will likely vary, because actual development in the Village will be determined by a number of factors, including market conditions, land availability, and property owner interest. This section summarizes conclusions of a market study for the Planning Area and presents the methodology and assumptions for calculating the projected amount of development, population, and jobs in the Village in 2035.

Projected growth and development in Belmont Village expressed in this section is provided for planning and analysis purposes, and constitutes neither a "cap" on development nor a minimum threshold. The allowable density, intensity, and other development standards articulated in this chapter and in Chapter 4, Urban Design, set the parameters for what can occur on any given site in the Planning Area.

## SUMMARY OF FINDINGS FROM RECENT MARKET STUDIES

In 2013, Belmont applied for and was selected to be one of the Grand Boulevard Initiative's (GBI) Economic & Housing Assessment Phase II (ECHO II) Case Studies. The study aimed to identify the opportunities and barriers faced by the City in attracting new mixed-use development to the downtown area. The study found that insufficient market demand for additional retail space downtown hindered new retail construction and development. It also determined that allowing more housing downtown and discouraging retail outside the existing, well-defined, retail core area could facilitate more downtown development and attract more local businesses to the area.

As part of the planning process for the Specific Plan, a market demand study was prepared in order to determine the potential for housing, retail, and office uses in Belmont. The study evaluated demand for the

Table 2-6:	Table 2-6: Summary of Market Demand Study Findings	
Land Use	Estimated Additional Demand (citywide through 2040)	
Residential	1,900 – 3,500 units	
Office	230,000 – 460,000 square feet	
Retail	250,000 square feet	

Source: Kevser Marston Associates, 2015: Dvett and Bhatia, 2016.

entire city of Belmont, but with limited land available to accommodate future development in much of the city, much of the demand for new housing, office, and retail will be focused on the concentration of infill development opportunities in the Planning Area. The study concluded that market potential exists for significant additions of commercial and residential uses in Belmont Village. The Village is well-positioned to capture future market demand for a variety of reasons, including the fundamental strengths of the regional economy, the Village's convenient proximity to major transportation networks (including Caltrain, Highway 101, and the El Camino Real corridor) and the Harbor Industrial Area where the majority of job growth may occur, and pentup demand and anticipated future growth in the region's housing and employment. This market study influenced the land use designations and density and intensity ranges in the Specific Plan. A brief summary of the market study results is presented in Table 2-6.

## BUILDOUT METHODOLOGY AND ASSUMPTIONS

To determine the total amount of housing units, non-residential square footage, population, and jobs in Belmont Village in 2035, a buildout analysis was conducted. Using a number of assumptions about the amounts and types of development, the buildout analysis calculated the amount of existing development, development under current projects, and net new development, to determine the total amount of development at buildout in 2035. Based on the amount of development, the population and jobs were calculated using assumptions about household size and employee intensity.

New development is expected to occur on "potential opportunity sites," which are identified and discussed earlier in this chapter. To calculate the net new residential and non-residential development on potential opportunity sites, the amount of existing development on potential opportunity sites was subtracted from the projected amount of new development on potential opportunity sites. This net new development

on potential opportunity sites was added to the amount of existing development on all other sites in the Village and the current development project at Firehouse Square to determine the net total amount of development in the Planning Area. Then, using assumptions about average household size and employee intensity, population and job totals at buildout were calculated.

The assumptions used to develop the projected housing and population buildout totals are shown in Table 2-7. An average residential density and the proportion of residential development were assumed for each land use designation. Average household size was assumed to be 2.1 persons. Non-residential intensity and employment intensity assumptions used to calculate buildout totals are presented in Table 2-8. Each land use designation had an assumed proportion of the site with non-residential development. Intensity of non-residential development was an assumed average FAR for each land use designation. Employment intensity was calculated as an average amount of square feet per job for each land use designation.

It is important to note that this analysis calculated the net new development that is expected to occur on potential opportunity sites. Some of these sites may not be built or redeveloped with the anticipated use over the next 20 years, while other sites that are not anticipated to change may actually see redevelopment. Additionally, the designation of a site for a certain use does not necessarily mean that the site will be developed with that specific permitted use; property owner interest and market conditions will affect what is ultimately developed. To reflect the fact that not all of the potential opportunity sites in the Village will change or develop

Table 2-7: Residential Assumptions for Housing and Population <sup>1</sup>			
Land Use Category	Percent that Develops as Residential <sup>1</sup>	Average Residential Density (du/ac)	
Village Core <sup>3</sup>	75%	48	
Village Corridor Mixed Use	25%	48	
Station Core	60%	28	
Village High Density Residential	100%	36	
Public Facility	n/a	n/a	
Park/Plaza	n/a	n/a	

#### Notes:

- 1. Residential vacancy rate was assumed to be 5 percent. Average household size assumed to be 2.1 persons per household, based on 2014 ACS data for average household size for renting households in Belmont.
- Percentages refer to the percentage of total development allocated to residential development within each land use category; these percentages were developed as assumptions to guide estimation of Planning Area buildout and are not intended to be limitations or requirements.
- 3. Assumes that development in the Village Core will achieve higher densities due to provision of community benefits.

Source: Keyser Marston Associates, 2015; Dyett and Bhatia, 2016.

fully within the next twenty years, the buildout analysis assumed that 80 percent of potential opportunity sites designated for Village Core, Village Corridor Mixed Use, and Station Core uses would redevelop by 2035. Fifty percent of the potential opportunity sites designated for Village High Density Residential use were assumed to redevelop. No new buildings are anticipated on sites designated for Public Facilities or Parks/Plaza.

#### **DEVELOPMENT POTENTIAL**

Based on the assumptions described above, Table 2-9 summarizes the net total buildout within the Planning Area (the sum of existing development, current development projects, and net new development).

Table 2-8: Non-Residential Assumptions for Employment <sup>1,2</sup>			
Land Use Category	Percent that Develops as Non-Residential <sup>3</sup>	Average Building Intensity (FAR)	
Village Core⁴	25%	2.0	
Village Corridor Mixed Use	75%	1.6	
Station Core	40%	1.2	
Village High Density Residential	N/A	N/A	
Public Facility <sup>5</sup>	N/A	N/A	
Park/Plaza <sup>5,6</sup>	N/A	N/A	

#### Notes:

- Non-residential vacancy rate was assumed to be 10 percent. Employee intensity, which is used to calculate the number of jobs a certain land use will accommodate, is assumed to range from 300 to 500 square feet of nonresidential floor area per employee.
- 2. Employee intensity, which is used to calculate the number of jobs a certain land use will accommodate, is assumed to range from 300 to 500 square feet of non-residential floor area per employee.
- Percentages refer to the percentage of total development allocated to non-residential development within each land use category; these percentages were developed as assumptions to guide estimation of Planning Area buildout and are not intended to be limitations or requirements.
- 4. Assumes that development in the Village Core will achieve higher densities due to provision of community benefits.
- 5. No new development is assumed for Public Facility and Park/Plaza designations.
- 6. Includes City employees at the community facilities on the Park/Plaza properties.

Source: Dyett and Bhatia, 2016.

Table 2-9: Projected 2035 Buildo	ut in Belmont Villag	je	
	2013	2035	2013-2035 Growth
Total Population	670	1,780	1,110
Total Housing Units	340	890	560
Total Jobs	1,440	2,450	1,000
Total Non-Residential Square Feet	679,000	1,044,000	364,800

#### Notes:

1. Values are rounded to the nearest 10, and therefore growth numbers may not add up exactly.

Source: Dyett and Bhatia, 2016.

## 2.6 HISTORIC RESOURCES



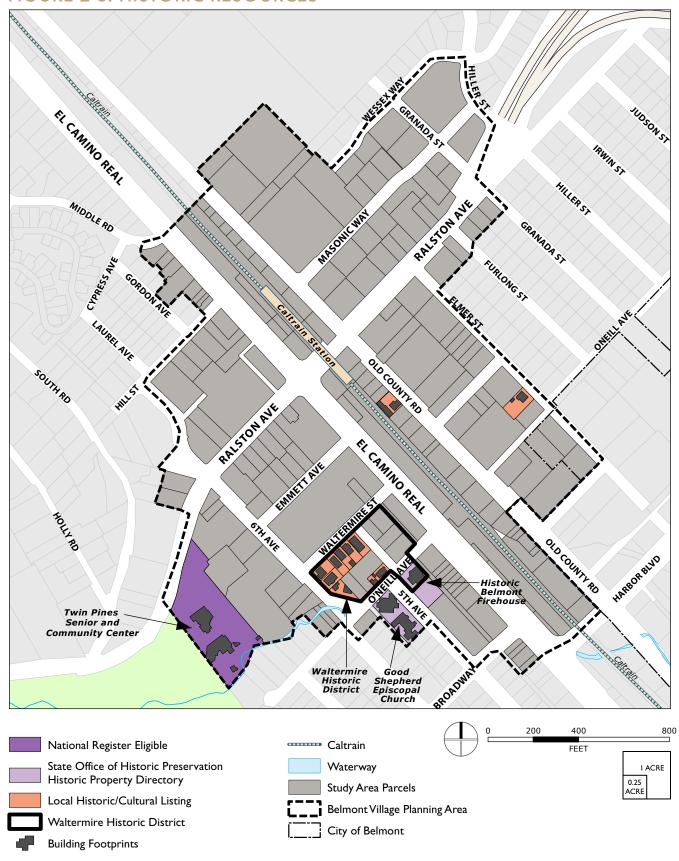
The Waltermire Historic District of Belmont includes structures built prior to 1930.

Historic resources can play an important role in adding character to neighborhoods and strengthening community identity. Historic resources can be recognized at the local, State, and federal levels of government; locally, historic resources are listed in the City of Belmont Historical Resources Inventory. There are a number of historic resources and one historic district in the Village, and the Specific Plan seeks to preserve and build on these assets while also allowing redevelopment and reinvestment in the area to occur.

Figure 2-6 shows the historic resources in the Village as of 2017. The City's Historic Resources Inventory identifies the Waltermire Historic District in the Planning Area. Bounded by Waltermire Street, Palm Avenue, O'Neill Avenue, and Sixth Avenue, the Waltermire Historic District contains a significant concentration of structures built prior to 1930. The district includes examples of Queen Anne, Shingle, Colonial Revival, Bungalow, Spanish Eclectic and English Cottage styles of architecture, representing the evolution of popular styles during the period. A 1936 Spanish Eclectic Firehouse, located on the southeast corner of O'Neill at Fifth Avenue, is included in the district; this resource is part of the Firehouse Square development project, which includes a portion of its façade that will be maintained as part of the new development. It is possible that additional historic resources in the Village may be identified in the future through an updated survey or inventory.

On the southwest corner of O'Neill and Fifth avenues, across from Firehouse Square, stands the Redwood Gothic Church of the Good Shepherd, which is listed on the California Points of Historic Interest program. On the west side of Sixth Avenue stand the relocated Emmett house and a restored Victorian residence. During the 1920s building boom, the neighboring Belmont Heights tract to the south was developed, and a number of representative Spanish Eclectic homes remain in the blocks surrounding Sunnyslope and Broadway. Also of note is the Twin Pines Manor, a former sanitarium and residence constructed in the Mission Revival style of architecture in the early 1900s. The Manor is located in Twin Pines Park.

FIGURE 2-6: HISTORIC RESOURCES



Source: City of Belmont, 2014 (National Register and Local List); Northwest Information Center database, 2014; State Office of Historic Preservation Historic Property Directory which includes listings of the California Register of Historical Resources, California Historical Landmarks, California State Points of Interest, and the National Register of Historic Places

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#### **GOALS AND POLICIES**

GOAL 2.2 Preserve and enhance the Village's cultural and historic context.



The Twin Pines Manor house was built in 1908 and is now a rental facility for the public.

Policy 2.2-3

Policy 2.2-1 Reuse of Historic Resources. Promote reuse of historic buildings and structures in the City's Historical Resources Inventory in accordance with the standards in the Municipal Code.

Policy 2.2-2 Archeological and Paleontological Resources.

Require any unanticipated discovery of archeological or paleontological resources to be evaluated by a qualified archeologist or paleontologist. If the discovery is determined to be potentially significant, a treatment plan shall be developed in accordance with State law. For projects with large amounts of ground disturbance, consider requiring architectural monitoring. Any unanticipated discovery of resources of Native American origin requires consultation with and participation by tribes located within the project site.

**Firehouse Square.** Allow redevelopment to occur at the site of the old Firehouse Building. Any development proposals at Firehouse Square shall be reviewed and evaluated by a qualified architectural historian.

## 2.7 AFFORDABLE HOUSING

Similar to other Bay Area communities, the price of housing in Belmont for both owners and renters has increased substantially in recent years due to high land prices and an undersupply of housing relative to demand. As a result, market rate housing is unaffordable for purchase or rental for many households in Belmont. Lack of housing affordability can lead to overcrowded housing and overpayment for housing, resulting in less income for transportation, food, and medical costs. It can also force households with moderate or low incomes to move elsewhere, resulting in longer commutes and more traffic.

Recognizing the critical role that housing plays in communities, the State requires communities to prepare a Housing Element as part of their General Plan. The Housing Element must assess the need for housing and evaluate existing housing programs, resources, and constraints. In 2015, the City of Belmont adopted its 2015-2023 Housing Element, which was certified by the California Department of Housing and Community Development (HCD). The Housing Element's strategies to increase the supply of affordable housing in Belmont include promoting affordable housing development in the Village and adopting an Inclusionary Housing Ordinance, which would apply to development in the Village. The Housing Element also includes other strategies that apply to development in the Village, such as encouraging lot consolidation, promoting small lot development, and reducing the burden of providing on-site parking.

The Belmont community has identified housing affordability as a critical issue, and the Belmont Village Specific Plan includes numerous policies to increase the supply of both market rate and affordable housing in Belmont. This section describes the 2015-2023 Housing Element's goals, policies, programs, and actions that are directly related to Belmont Village. It also describes housing resources in Belmont Village and the adoption of the Inclusionary Housing Ordinance.









The Housing Element aims to facilitate the development of a variety of housing types to fit the needs of Belmont residents.

### APPLICABLE HOUSING ELEMENT POLICIES

A number of the 2015-2023 Housing Element policies and programs apply to affordable housing in Belmont Village.

- Goal 2: Facilitate the development of a variety of housing types at appropriate locations.
  - Policy 2.1: Provide residential sites through land use, zoning, and specific plan designations to encourage a broad range of housing opportunities.
  - **Policy 2.2:** Facilitate the production of affordable housing through appropriate land use designations and flexible development standards.
- Goal 4: Where appropriate, mitigate unnecessary governmental constraints to the maintenance, improvement, and development of housing.
  - Policy 4.1: Periodically review the City's regulations, ordinances, and fees and exactions to ensure they do not unduly constrain the production, maintenance, and improvement of housing.
  - Policy 4.2: Offer regulatory incentives and concessions for affordable housing, such as exceptions to development standards, density bonuses, or fee waivers where deemed to be appropriate.
  - Policy 4.3: Provide for streamlined, timely, and coordinated processing
    of residential projects to minimize holding costs and encourage housing
    production.

In addition to goals and policies in the Housing Element, there are a number of housing programs, with corresponding actions, that are related to development and affordable housing in Belmont Village.

- Program 2.1: Affordable Housing Development. The Belmont Housing Successor Agency manages the low-moderate income real property assets of the former Belmont Redevelopment Agency. However, with limited funding resources, the Housing Successor is transferring or selling the least productive real property assets to ensure ongoing provision or development of affordable housing. The Housing Successor is also the entity responsible for implementation of the Housing Element programs and policies aimed at development of affordable housing. All the actions listed below have been completed or are underway as of adoption of this Specific Plan.
  - **Action 1:** Develop a real property Development and Disposition Plan.

- Action 2: Transfer or sell real property assets to leverage provision
  and development of affordable housing projects for all income groups
  including extremely low, very low, and low income households.
- Action 3: Complete the San Mateo County-Wide Affordable Housing Nexus Study.
- Action 4: Develop and Implement an Inclusionary Housing Ordinance and adopt Housing Impact Fees.
- Action 5: Ensure ongoing compliance with California Health and Safety Code.
- Program 2.3: Belmont Village Priority Development Area Strategy. Currently, the City is working on a series of land use planning actions that will replace the Downtown Specific Plan as the regulatory framework for the central business district area, which has been designated as the Belmont Village Priority Development Area (PDA).
  - **Action 1:** Adopt new comprehensive zoning regulations for the Belmont Village Priority Development Area. The zoning will:
    - Allow high-quality, mixed-use, high-density (30-45 units/acre), 40 to 50-foot-tall development;
    - Consider alternative parking arrangements such as shared parking, parking districts, or requirement for parking to be behind primary buildings;
    - Streamline the development process; and
    - Incorporate provisions to protect the economic viability of existing commercial uses, while considering the quality of life for new residents.
  - **Action 2:** Adopt design guidelines for the Villages of Belmont Area to clarify requirements and facilitate the development review process.
  - **Action 3:** Adopt Belmont Village Specific/Implementation Plan using C/CAG PDA Planning Grant Funds.
  - **Action 4:** Replace the Downtown Specific Plan with a new Belmont Village Specific/Implementation Plan in the General Plan.
- **Program 2.5: Site Consolidation.** The City will work with developers and property owners to consolidate multiple small parcels into larger project sites so that they are more viable for mixed-use and multi-unit development types. The City will develop a program that: (a) targets sites in the downtown area and along the El Camino Real corridor; (b) gives consideration to new, synergistic development activities; (c) considers proximity to transit; and (d) considers the

This Specific Plan is referenced in Program 2.3 of the Housing Element.

common ownership of individual parcels. The site consolidation program aims to facilitate the development of 170 units, primarily along the El Camino Real Corridor.

- Action 1: Develop, adopt and implement a lot consolidation program to allow for the assembly of multiple continuous parcels. The program will consider incentives such as:
  - Density bonuses (Program 4.3),
  - Direct Affordable Housing funds to leverage consolidation (Program 2.1); and
  - Other available incentives.
- **Action 2:** The Housing Successor Agency will work directly with property owners and affordable housing developers to facilitate consolidation of parcels by:
  - Conducting an outreach program beginning in Spring 2015 to potential affordable housing developers;
  - Providing a map of opportunity sites, such as the ones identified in the Housing Element, on the City's website as well as on handouts at the Permit Center, by December 2015; and,
  - Evaluating the potential to vacate alleys or rights-of-way that are no longer needed for public use for consolidation with adjacent sites.
- **Program 2.7: Promotion of Small Lot Development.** The City recognizes that development on small lots is a challenge. To that end this program seeks to promote small lot development, with the goal of facilitating development of 249 units, primarily in the Belmont Village PDA target sites identified in Chapter 4.
  - Action 1: Consider allowing development standards to be modified for small lots, rather than requiring applicants to apply for a variance or a zone change, if projects can demonstrate that they comply with design guidelines and do not cause substantial adverse impacts on adjoining properties.
  - Action 2: Consider working with affordable housing developers and/ or management companies to manage groups of smaller housing developments in order to create economies of scale and support affordable housing development.
- **Program 4.6: Parking.** In order to reduce the burden of providing on-site parking for housing units and reduce the overall cost of housing production, the City intends to revise the existing parking standards for the downtown and transportation corridors.

See Chapter 4 for more on parking strategies, including density and intensity bonuses for the community benefit of participating in a shared parking district or providing publicly accessible or shared parking.

- Action 1: Consider amending the Zoning Ordinance to reduce parking requirements for multifamily residential and mixed-use projects (for example, reduce the studio unit parking requirement from 2 spaces per unit to 1 space per unit).
- Action 2: Develop shared parking strategies as part of the Belmont Village Implementation Plan, and evaluate the feasibility of establishing parking districts within the Village area to fund shared parking infrastructure.

## HOUSING RESOURCES IN BELMONT VILLAGE

As a city that is primarily built out, Belmont has limited sites available for residential development. Some of the largest housing resource sites identified in the 2015-2023 Housing Element are located in Belmont Village, as shown on Figure 2-7. These sites include Firehouse Square, Emmett Plaza, Belmont Station, and Hill Street. Based on site-specific residential capacity analysis, the Housing Element concluded that these four sites had capacity for a total of 230 units. With its proximity to transit, the Village is an ideal area for affordable housing because lower income households generally have lower rates of car ownership and often rely on transit for access to jobs and to run errands. By providing a notable amount of affordable housing in the Village, Belmont can help meet the housing needs of its own residents, as well as those of the broader region.

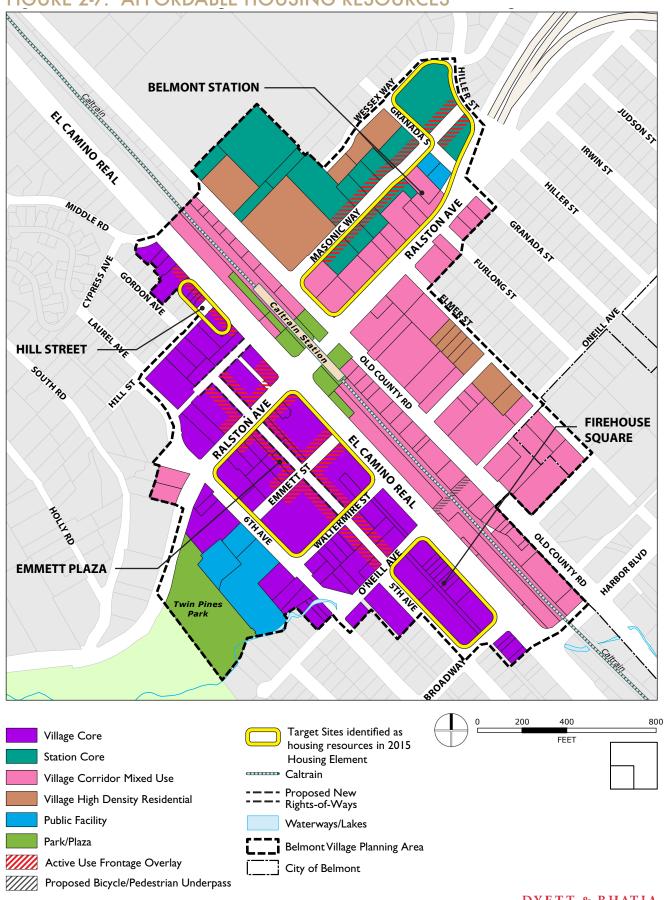
HCD has determined that sites developed at densities of 30 units per acre or higher are likely to be affordable to lower income households for small cities in metropolitan areas, such as Belmont. This Specific Plan includes land uses designations that allow for a wide range of housing options at higher densities, suitable to meet the housing needs of the Belmont community. The Village High Density Residential land use designation allows between 21 and 45 dwelling units per acre and up to 60 dwelling units per acre with provision of substantial community benefits. The other land use designations in the Specific Plan (Village Core, Station Core, and Village Corridor Mixed Use) permit residential uses, but only specify maximum building intensities in terms of FAR. This provides developers with greater flexibility in the amount of housing units on a site, allowing greater diversity of housing types to be constructed, such as micro units or student housing, which are more likely to be affordable. These densities and intensities of the Specific Plan correspond to densities used in the site-specific residential capacity analysis on housing resource sites in the Housing Element. The overall number of units that the Belmont Village Specific Plan buildout plans for (890) exceeds the buildout assumption of the Housing Element by more than double.





By providing housing opportunities in a mixed-use, transit-orientated environment, the Village makes it easier to get around without using a car.

FIGURE 2-7: AFFORDABLE HOUSING RESOURCES



Source: City of Belmont, 2014; San Mateo County Assessor's Parcel Database, 2014

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After the dissolution of the Belmont Redevelopment Agency in 2012, the City of Belmont elected to serve as the Housing Successor Agency. It acquired 16 real property assets, including occupied rental housing units and several properties intended for development of affordable housing. As shown on the opportunity sites map (Figure 2-3), a number of these sites are located within the Village, and the City intends to leverage these assets towards development of low, very low, and extremely low income housing units.

With adoption of this Specific Plan, the City will establish a community benefits program. Provision of on-site affordable housing will be included as a community benefit that could allow development to achieve higher densities and intensities.

### INCLUSIONARY HOUSING ORDINANCE

The City of Belmont participated in a San Mateo County-wide housing impact nexus study to examine the impacts that market rate development has on the need for affordable housing. Since that study, the City has completed a financial feasibility analysis to determine potential impact fee amounts for residential and commercial development. In January 2017, the City Council adopted an Inclusionary Zoning Ordinance. The Draft Ordinance includes both commercial and residential linkage fees, based on the findings from the County-wide housing impact nexus study and the financial feasibility analysis for Belmont. It also establishes an inclusionary housing requirement for new for-sale housing. Projects resulting in five or less units have the option to pay in-lieu fees, while larger scale projects (over 25 units) must build affordable units on-site. Ultimately, the fees from the Inclusionary Housing Ordinance will provide financial resources to assist in development of affordable housing units. Adoption of the Inclusionary Housing Ordinance is an important component of the housing program in the 2015 Housing Element.

#### **GOALS AND POLICIES**

- GOAL 2.3 Provide a variety of housing types to accommodate different types of households, different income levels, different age groups, and different lifestyles.
- Promote Residential Development. Promote significant new residential development to provide housing for all income levels and household types, with emphasis on affordable housing for students, persons with disabilities, seniors, and households with low, very low, and extremely low incomes.
- Policy 2.3-2 Range of Unit Sizes. Promote inclusion of a wide range of unit sizes, ranging from studio apartments to three- or four-bedroom units in new development in order to accommodate various household sizes.
- Policy 2.3-3 Exclusion from Residential Density
  Requirements. Exempt development in the Village
  Core, Village Station Core, and Village Corridor Mixed
  Use designations from residential density requirements
  of a maximum number of dwelling units per acre, to
  provide greater flexibility in housing type and unit size.
  Residential development in these designations is subject
  to FAR limitations and other development standards
  established in Chapters 2 and 4.
- Policy 2.3-4 Affordable Housing Encouraged On-Site.

  Encourage developments to provide affordable housing units on site within new housing developments, instead of paying in-lieu fees.
- Policy 2.3-5 Community Benefits Program. Establish and implement a community benefits program and include provision of on-site affordable housing units as a component of the program.
- Policy 2.3-6 Lot Consolidation. Encourage the assembly of multiple continuous parcels to create larger project sites that are more viable for mixed-use and multi-family developments.

- Policy 2.3-7 Promote Small Lot Development. Promote infill development on small lots (less than 12,000 square feet) in the Village.
- Policy 2.3-8 Accessible Housing. Locate building types that specifically serve individuals with disabilities or seniors close to accessible pathways to transit and public services.

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